

## Message Text

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ACTION EB-07

INFO OCT-01 EA-07 ISO-00 CAB-02 CIAE-00 COME-00  
DODE-00 DOTE-00 INR-07 NSAE-00 EPG-02 FAA-00  
SSO-00 L-03 INRE-00 /029 W  
-----111053Z 009826 /15

O 111005Z MAY 77  
FM AMEMBASSY TOKYO  
TO SECSTATE WASHDC IMMEDIATE 7648

C O N F I D E N T I A L TOKYO 6904

E.O. 11652: N/A  
TAGS: EAIR, JA  
SUBJECT: CIVAIR--U.S.-JAPAN NEGOTIATIONS

REF: STATE 106148

SUMMARY. PER INSTRUCTIONS REFTEL, EMBASSY PLANS FILE PROPOSED FREIGHTER CAPACITY INCREASES WITH GOJ FOLLOWING NORMAL PROCEDURE ON MAY 12. FOLLOWING DISCUSSION RE OTHER INSTRUCTIONS, STYLES AND EMBASSY DECIDED THAT, SINCE THREE DAYS OF TALKS THIS WEEK STILL REMAINED AND THAT HIGH LEVEL APPROACH TO MOFA BY CHARGE WOULD BE, AT THIS STAGE, PREMATURE, E/C MINISTER WOULD MAKE APPROACH TO MOFA'S YAMAZAKI. DURING MEETING, MOFA OFFICIALS STRESSED EFFORTS THEY HAD MADE TO MOVE THINGS THIS FAR AND DIFFICULTY IN MAKING SHORT TERM CONCESSIONS THAT AGGRAVATE IMBALANCE; BUT INDICATED APPRECIATION FOR OUR CONCERN. WE CONTINUE TO BELIEVE THESE ISSUES, WITH POSSIBLE EXCEPTION DAILY SAIPAN SERVICE, MAY BE RESOLVED BY END OF WEEK. END SUMMARY.

1. PER INSTRUCTIONS REFTEL, EMBASSY IS NOW IN PROCESS OF OBTAINING NEW SCHEDULES WHICH ENCOMPASS FREIGHTER CAPACITY INCREASES FROM LOCAL OFFICES OF THREE U.S. SCHEDULED CARRIERS AND WILL FILE THEM FOLLOWING NORMAL  
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PROCEDURE WITH MOFA ON MAY 12.

2. INSTRUCTIONS REGARDING HIGH LEVEL APPROACH BY CHARGE WERE THOROUGHLY DISCUSSED BY STYLES AND EMBASSY OFFICIALS, INCLUDING MINISTER BUTTON. ALL CONCERNED FELT, AND CHARGE AGREED, THAT APPROACH BY CHARGE WOULD BE PREMATURE IN THAT TALKS STILL IN PROGRESS, AND THAT

THREE DAYS OF DISCUSSION REMAINED THIS WEEK. WE ALSO DESIRED TO HOLD CHARGE IN RESERVE FOR POSSIBLE APPROACH LATER THIS WEEK IF NECESSARY.

3. MINISTER BUTTON MET WITH AMAFF BUREAU DIRECTOR GENERAL YAMAZAKI PRIVATELY FOLLOWING MAY 11 PLENARY SESSION WHICH DEALT WITH REVISION ISSUES. DURING MEETING MINISTER STATED THAT WE HAD REPORTED RESULTS OF THIS WEEK'S MEETINGS THUS FAR TO WASHINGTON (TOKYO 6777) AND THAT WE HAD MADE OF COURSE NO PREDICTIONS AS TO WHERE DISCUSSION WOULD BE AT END OF THE WEEK. HE THEN INDICATED FACT THAT WASHINGTON WAS SERIOUSLY CONCERNED BY APPARENT LACK OF PROGRESS ON IMMEDIATE ISSUES AND CONVEYED SUBSTANCE PARA 2 REFTEL.

4. YAMAZAKI CONCEDED THAT LITTLE PROGRESS HAD BEEN MADE ON IMMEDIATE ISSUES DURING FIRST TWO DAYS WHEN MUCH TIME WAS SPENT ON FURTHER CLARIFICATION. FIRST N.A. DIVISION DIRECTOR WATANABE STATED FRANKLY THAT MOFA HAD WORKED HARD TO ACHIEVE COMPROMISES OFFERED TO DATE; E.G. FOUR WEEKLY SAIPAN FLIGHTS VERSUS NONE, AND SAID THAT, SINCE PUBLIC ALREADY UNDERSTOOD REVISION WAS TO RECTIFY IMBALANCE IN THE AVIATION AGREEMENT, IT WAS VERY DIFFICULT FOR GOJ TO MAKE CONCESSIONS IN THE SHORT TERM WHICH AGGRAVATE THIS IMBALANCE. NEVERTHELESS MOFA OFFICIALS SAID THEY APPRECIATED OUR CONCERN THAT PROGRESS BE MADE AND WOULD TAKE HEED OF OUR REPRESENTATION.

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5. COMMENT. WE DO NOT EXCLUDE POSSIBILITY AGREEMENT ON IMMEDIATE ISSUES, WITH POSSIBLE EXCEPTION DAILY SAIPAN SERVICE ON WHICH GOJ POSITION APPEARS FIRM. WE WILL HAVE TO FACE WHAT WE DO IF THIS IS ONLY STICKING POINT, BUT GOING TO WALL OVER DIFFERENCE BETWEEN FOUR AND SEVEN FLIGHTS MAY NOT BE VITAL TO USG POLITICAL INTEREST IN GETTING SAIPAN SERVICE STARTED.  
SHOESMITH

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## Message Attributes

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**Review Markings:**  
Margaret P. Grafeld  
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